HOUSING ELEMENT
1985-1990

of the

CITY OF LIVERMORE
GENERAL PLAN

ADOPTED BY CITY COUNCIL
Resolution No. 172-85
on
July 22, 1985

Prepared by
City of Livermore
Planning Department
March 1985

✓ 1/25/88

ADMINISTRATION BUILDING
1052 South Livermore Avenue
Livermore, CA 94550
(415) 449-4000

77 01506

January 12, 1988

RE: LIVERMORE COMMUNITY GENERAL PLAN 1976 - 2000 UPDATE

Attached please find the current revisions to the "Livermore Community General Plan 1976 - 2000". Please update your General Plan as follows:

Remove	Replace with
63/64	63/64
65/66	65/65a, 66/blank
85/86	85/86
89/90	89/90
116/117	116/117
118/119	118/119
120/121	120/121

Attached also please find the current revisions to the "Housing Element 1985 - 1990 of the City of Livermore General Plan". Please update your Housing Element as follows:

85 01926

Remove	Replace with
16/17	16/17
34/35	34/35

If you have any questions, please do not hesitate to contact me.

Sincerely,

Cheryl Nafie

Cheryl Nafie
Department Secretary

attachments

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CITY OF LIVERMORE

GENERAL PLAN

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IN THE CITY COUNCIL OF THE CITY OF LIVERMORE

STATE OF CALIFORNIA

RESOLUTION NO. 172-85

A RESOLUTION AMENDING THE LIVERMORE GENERAL PLAN
(Housing Element)

WHEREAS, the Planning Commission of the City of Livermore has initiated amendments of the Livermore General Plan by the proposed amendments to the Housing Element; and

WHEREAS, at its meeting of March 19, 1985, the Planning Commission held a public hearing regarding the amendment, adopted Negative Declarations regarding environmental effects, and adopted Resolution No. 26-85; and

WHEREAS, the City Council has considered the testimony presented and has reviewed the Planning Commission's recommendation contained in their Resolution 26-85, which is incorporated herein by reference.

NOW, THEREFORE, BE IT RESOLVED by the Livermore City Council that the General Plan is amended by the amendment to the text of the Housing Element, as set forth in Exhibit "A" attached.

BE IT FURTHER RESOLVED that an initial study of the effect of the use on the environment has been made with the result that a determination has been made that there will be no significant effect on the environment and that the Negative Declaration is approved and certified as being complete and accurate. The City Clerk is directed to file a Notice of Determination thereof with the Alameda County Clerk.

APPROVED AS TO FORM:

CITY ATTORNEY

On motion of Councilmember Stein, seconded by Councilmember Brown, the foregoing action was taken at the Council meeting held on May 13, 1985, by the following vote:

AYES: COUNCILMEMBERS Stein, Brown, Wieskamp, Kamena and Mayor Turner

NOES: NONE

ABSENT: NONE

On motion of Councilmember Kamena, seconded by Councilmember Brown, the foregoing Resolution was passed and adopted on the Consent Calendar at the Council meeting of July 22, 1985, by the following vote:

AYES: COUNCILMEMBERS Stein, Brown, Kamena, Wieskamp & Mayor Turner

NOES: NONE

ABSENT: NONE

MAYOR, CITY OF LIVERMORE, CALIFORNIA

ATTEST:

CITY CLERK

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INTRODUCTION

The State Legislature has found and declared that the availability of housing is of vital importance to all Californians, and that the early attainment of decent housing and a suitable living environment is a priority of the highest order (Government Code Section 65580). In recognition, it adopted the California Housing Element Law which places the responsibility of assessing housing needs and providing plans to meet those needs with local governments. The law mandates that local jurisdictions include a Housing Element as a component of the General Plan.

In order to aid local jurisdictions to accomplish this goal, in 1977 the Legislature adopted the Housing Element Guidelines. In doing so, the State mandated that all local governments bring their housing elements in conformance with those guidelines by October 1, 1981. In response, the City of Livermore adopted its revision to the Housing Element in July 1981. Statutory requirements also mandate that the Housing Element be revised every five years.

The 1985 Housing Element Update contains:

1. An updated housing needs analysis, reflecting updated census data and changes in the local and regional housing situation since the adoption of the 1980 Housing Element. This analysis shall recognize the regional housing needs assessment as developed by the Association of Bay Area Governments (ABAG).

2. An updated site inventory containing an inventory of land suitable for residential development including vacant sites and sites having potential for redevelopment and their relationship to zoning and public facilities.

3. Revised objectives and programs reflecting the new needs analysis including a new schedule of actions. The City intends to undertake to meet the goals and policies of the Housing Element during the next five years (1985-1990).

METHODOLOGY AND ORGANIZATION

The 1985 Housing Element Update process has consisted of updating the statistical data as reported by 1980 Census, ABAG Projections 83, ABAG's Regional Needs Allocation Report (1983), and other pertinent housing and technical reports. In addition, three citizen workshops were held in order to obtain citizen input during the data gathering stages of the process. This effort gave the public an opportunity to voice their concerns and perceptions of housing needs and policies in the City of Livermore. A Housing Issues Questionnaire was also developed and distributed throughout the community in an effort to encourage input.

The 1985 update of the Housing Element has also resulted in a change of format to the original document. The 1980 Housing Element consisted of housing data, goals, policies, and programs incorporated throughout the General Plan text. In recognition of the importance of the Housing Element, the 1985 update will result in a separate document, one which can stand on its own (while consistent with all other elements of the General Plan) and is easier to refer to and update.

This document consists of four sections. Chapter 1 includes a description of population, household, and employment charactersitics. Chapter 2 describes the characteristics of the housing stock. Chapter 3 assesses the housing supply and needs. Chapter 4 sets out the City's housing goals, policies, and programs including a list of funding sources, responsible agencies, and time frame established to meet those goals.

Public Participation

The Housing Element was prepared by Planning Department Staff. Draft copies were sent to community groups, public agencies, and individually interested citizens. Four public hearings were held before the Housing Element was adopted. The Planning Commission held a public hearing on March 5, 1985, and one on March 19, 1985. The City Council held public hearings on April 8, 1985, and May 13, 1985. In addition, comments were received from the State Department of Housing and Community Development and other interested agencies.

CHAPTER 1

POPULATION, HOUSEHOLD, AND EMPLOYMENT CHARACTERISTICS

A. COMMUNITY PROFILE

1. Of the Region

The region, consisting of the nine Bay Area Counties, had a population of 5,203,700 as of July 1, 1980[1] and is anticipated to have a year 2000 population of approximately 6.2 million.[1] It has been projected that between 956 and 1,042 square miles of land will be necessary to accommodate such a population.[1] Currently 832 square miles are urbanized.[1] Present residential zoning in the region is alleged to be sufficient for a population ranging from 12 to 25 million, more than enough to accommodate even the highest projections which is the total of all General Plans for the area.[2]

2. Of the County

Alameda County as of July 1, 1980, had a population of 1,105,379 and is anticipated to have a year 2000 population of 1,286,800.[1] This would result in a 16% increase in population over a 20 year period or a .82% average yearly increase. Most of the anticipated growth is allocated to the South County Area, while the Oakland Metropolitan Area has tended to stabilize or even decrease.

3. Of the Livermore/Amador Valley

The Livermore/Amador Valley Planning Unit as of January 1, 1975, had a population of 101,000. By 1980 this had increased to 110,000.[4] It is anticipated the population will reach 157,000 by 2000, a 20 year increase of approximately 42.7%,[3] or an average increase of 2.1% per year.

4. Of the Livermore Planning Area

The population of Livermore grew from 16,100 to 51,946 between 1960 and 1984. This was an average addition of 1,494 persons a year. For the ten-year period from 1971 to 1980 the average annual growth rate was about 2.2 percent. Between 1975 and 1980, the population remained relatively unchanged.

1 From ABAG, "Projections '83", June 1983 - These represent the most recent estimates of development potential in an area based on current zoning, general plans, and other local policies, in conjunction with regional employment and population forecast over the period 1980-2000

2 ABAG, "Zoning & Growth in the San Francisco Bay Area - Issue Paper 3", January 1973

3 From Alameda County Planning Department, February 1976

4 U.S. Census 1980

B. GROWTH RATE

During the 1970-1980 decade the region as a whole experienced a declining growth rate primarily due to a significant drop in the birth rate and in migration patterns; the latter resulting from a depressed economy and a shift in growth to other parts of the country (See Table 1). This trend, however, began to shift by 1984, as the area began to experience a boom in employment growth.

TABLE 1

POPULATION GROWTH 1960-1984[1]
(000 omitted)

Year	City of Livermore	% Inc.	Alameda County	% Inc.	Livermore Amador Valley	% Inc.	A.B.A.G. Region
1960	16.1	-	912.6	-	30.1	-	-
1965	25.3	57.1	1,022.7	12.1	46.9	55.8	-
1970	37.3	47.4	1,073.2	4.9	79.1	68.7	4,763.1
1971	40.0	7.2	1,085.2	1.1	-	-	-
1972	42.9	7.2	1,094.4	10.6	-	-	-
1973	45.6*	6.3	1,089.2	.8	-	-	-
1974	47.4	3.9	1,089.3	.0	-	-	-
1975	48.3	1.9	1,091.4	2.1	101.4	28.2	-
1976	48.8	1.0	1,096.9	.5	-	-	-
1977	48.9	.2	1,090.9	-.6	-	-	-
1978	49.2	.6	1,103.5	1.1	-	-	-
1979	48.6**	-1.2	1,100.1	-.3	-	-	-
1980	48.3***	-.6	1,105.4	.5	110.0	9.1	5,134.4
1984	51.9	7.4*	1,172.3	5.7	-	-	-

* Benchmarked to 1970 census
** Benchmarked to 1974 special census
*** U.S. Census 1980
Source: (1) California Department of Finance

C. EMPLOYMENT TRENDS

The Tri-Valley cities[1] were developed as bedroom communities oriented toward the major employment centers of Oakland and San Francisco. The area is now experiencing a dramatic change as the employment growth is projected to outpace the development of residential lands.

The Association of Bay Area Governments (ABAG)[1] projects that by the year 2000, approximately 74,027 new jobs will be created in the Tri-Valley Area of which 62% (45,900) will be created in the Livermore Amador Valley and 20.8% (15,400) in the City of Livermore.[2]

1. Job Distribution

Figure 1 shows the job distribution by industry sector in 1980 and its projected distribution by the year 2000. These projections prove consistent to the employment trends in the Tri-Valley region as jobs in the service sector are reduced while those in the manufacturing, retail, and others (high tech jobs - construction) show an increase. Agriculture continues to decline consistent with the valley-wide trend.

D. EFFECTS OF EMPLOYMENT PROJECTIONS ON COMMUTING

1. Commuting Patterns

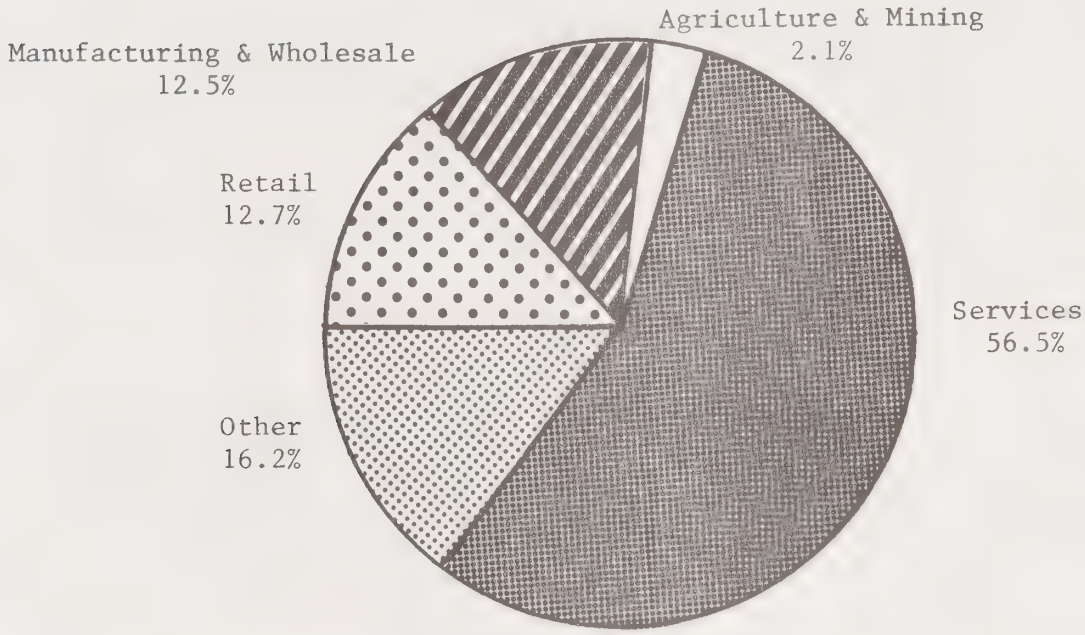
An analysis of commute patterns of Livermore residents showed that 33.5% of all wage earners commuting out of the Livermore/Amador Valley travel 30 minutes or more to work.[3] The patterns of commuting are particularly affected by the age of the household head, by whether the person is the principal or secondary wage earner, by occupation, and by household income.

If by 1990 52,100 local (Livermore/Amador Valley) jobs were realized, the number of outbound Livermore/Amador Valley commuters would probably be reduced while the number of inbound commuters would increase. However, there would be a better jobs/housing balance than is now the case. Jobs/housing balance does not imply that each community should reflect the regionwide ratio of jobs to housing. Neither is it implicit that all workers should be employed in the community in which they live. Commuting across jurisdictional boundaries is an integral part of metropolitan life, reflecting the economic and cultural diversity which makes such regions viable.

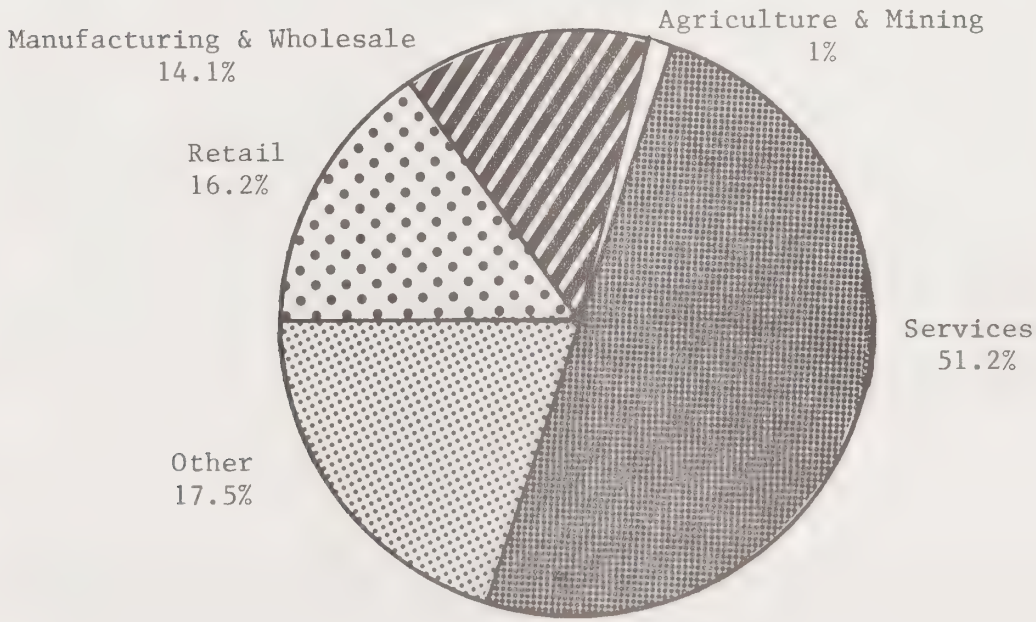
1 Tri-Valley includes cities in San Ramon Valley and the Livermore-Amador Valley
2 ABAG projections 83 - June 1983
3 1980 U.S. Census

FIGURE 1

LIVERMORE CITY JOB DISTRIBUTION BY INDUSTRY SECTOR
1980



LIVERMORE CITY JOB DISTRIBUTION BY INDUSTRY SECTOR
2000



Source: ABAG Projections '83

E. POPULATION AND HOUSING CHARACTERISTICS

Approximately 12.9% of all housing units in 1980 were occupied by minorities. While this is low, it does represent nearly a 1% increase over the level in 1974. Blacks account for 0.7% of the population while about 8% are Spanish speaking or Spanish surname.[1]

Livermore is a young community with nearly 44% of its population below the age of 25; only 5.9% are in the retirement age 65 or over.[1] This compares with 6.4% in 1970. However, population projections indicate that the median age will rise from 26.8 years to 32.7 years by the year 2000. This indicates that the population of Livermore is aging.

Projections also show a decrease in the number of school age children[1] reflecting the effect of fewer persons per household and a stabilized low birth rate.

F. INCOME CHARACTERISTICS OF HOUSEHOLDS

In 1980, the median household income for the City of Livermore was $24,960 while the median household income of the SMSA was $20,018.[1] By 1984, the estimated median household income for Livermore was $25,921 and $32,000 for the SMSA.[2]

Moderate income households are those whose income fall between 80% and 120% of the median while above moderate income households are those exceeding 120% of the median. The 1980 census reported that in Livermore 30.2% of all households were moderate and 34% were above moderate.

Lower income households are defined as those whose income does not exceed 80% of the median and very low income households do not exceed 50% of the median. In 1980, 15.9% of all households in Livermore were considered low income while 19.1% were very low income households. This breakdown, however, is not available for 1984.

Low income households in Livermore include many families with a full-time employed head of the household, as well as senior citizens living on fixed incomes. Low income persons are employed in a variety of jobs essential for secretaries, teachers, starting firefighters, government clerks, mechanics working for the City, laboratory analysts, computer operators, security guards, maintenance workers, restaurant workers, gas station attendants, etc. An estimated 3,000 elderly, retired persons live in the City on an income derived from Social Security, pensions, and savings.

1 1980 U.S. Census
2 U.S. Department of Housing & Urban Development, The Land Economics Group

G. HOUSING QUALITY RELATED TO LOW INCOME GROUPS

Low income groups are typically represented by ethnic minorities and the elderly. The mean annual income of Spanish origin families in 1979 was $25,157, compared to the City mean of $28,783. Spanish origin families made up 10.7% of all families below the proverty level, although they comprise only 8.1% of all families.

There were 99 black families at the time of the 1980 census, about 0.7% of all families. In 1980, all census tracts reported information on black families. At that time, 19 of 37 families renting were paying over $300 a month for rent.

The elderly (65 years and older) account for about 5.9% of the total population. In 1980, 8% of all persons 65 and older reported 1979 incomes below poverty level.

The poverty-level family obviously cannot afford even the lower-priced home in Livermore or in most other communities. A family whose net income is less than $1,296 per month would be paying more than 25% of its income for rent for the $324 median-priced rental units. The size and income of a poverty family are critical determinants in finding decent housing. Large poor families pay a considerably higher percentage of their income for housing and, in many cases, it is substandard. It is not unusual for poor families to pay 40% or more of their income for housing.

CHAPTER 2

CHARACTERISTICS OF THE HOUSING STOCK

A. EXISTING HOUSING STOCK

Approximately 97 percent of the Planning Area population lives within the City of Livermore. Although the unincorporated fringe consists primarily of farm residences and associated structures, there are three major concentations of residential housing: Approximately 60 units scattered in the quadrants surrounding the intersection of I-580 and Vasco Road; 90 units on large lots adjacent to Almond and Buena Vista Avenues in East Livermore; and 30 units on small lots, including some multiples, south of the intersection of College and Livermore Avenues.

Single family detached homes make up the bulk of Livermore's housing stock. As shown in Table 2, the trend has been consistent over the last 24 years. It's most significant increase in multifamily unit construction took place between 1980 and 1984 (5% increase).

TABLE 2
HOUSING DISTRIBUTION BY TYPE OF UNIT
1960 - 1984

	1960[1]	1970[2]	1980[3]	1984[4]
Population	16,058	37,703	48,349	51,946
Total Housing Units (all year-round)	5,093	11,430	16,637	17,947
Detached Single Family Units	4,615	9,761	14,560	14,633
Percent of Total	90.6	85.4	87.5	81.5
Multi-family Units (including townhouses & condos)	445	1,457	1,808	2,911
Percent of total	8.7	12.7	10.9	16.2
Mobile Homes	33	212	269	403
Percent of total	.65	1.9	1.6	2.2

1 United States Census of Housing, 1960-California, State and Small Areas, p. 6-115
2 United States 1970 Census of Housing - California, General Housing Characteristics, p. 6-109
3 United States Census, 1980
4 Department of Finance - State of California - Controlled County Population Estimates to 1-1-84

B. HOUSING QUALITY SUMMARY

Compared to most communities in California, the Livermore Planning Area housing stock is in very good structural condition.

The most recent housing quality survey was undertaken in January 1975[1]. Only 122 units were identified as dilapidated or deteriorated, all of which are located within the central area. Approximately 99 percent of all units within the City are structurally sound as compared to 93.4 percent in 1960[2]. Table 3 depicts the results of the housing quality survey.

Thirty of the total units in Table 3 are owner-occupied, 90 units are renter-occupied, while two units were vacant-for-rent at the time of the survey.

Twenty-eight percent of the total units found in the survey are in Pacific Courts and form the most significant concentration of housing need within the community. These units may be demolished as the zoning of the property is for commercial development. In the unincorporated fringes, there are small concentrations of structurally deteriorated housing adjacent to the Civic Center in the Rodeo area and in Planning Unit 22.

In 1970, the Federal census dropped the deteriorated and dilapidated classifications for housing quality used in the 1960 census. Data on plumbing and heating facilities was substituted as a more valid indicator of housing quality. Detailed plumbing and heating data are used in the estimation of housing need later within this document.

TABLE 3
DETERIORATING AND DILAPIDATED HOUSING BY PLANNING UNIT
1975

Planning Unit	Deteriorated	Dilapidated	Total
1	32	13	45
2	5	3	8
3	2	0	2
4	2	2	4
5	5	3	8
6	6	1	7
10	39	6	45
11	0	1	1
24	2	0	2
TOTAL	93	29	122

Source: Grunwald, Crawford & Associates, Housing Quality Survey, January 1975

1 1960 Census definitions were used to categorize housing condition. Survey covered only City limits
2 U.S. Census of Housing 1960 - California, State and Small Areas, p. 6-106

C. HOUSING VACANCIES

Table 4 presents housing vacancy rates. The decreasing vacancy rate of available units can be seen as limiting choice, both for new housing and for housing in different "stepped" price ranges. Vacancy rates in 1981 reached a critical point.

Vacancies in multi-family units occur mainly in more expensive apartments; these units offer the best choice in Livermore's rental market. However, the opportunity is limited to a small percentage of families and individuals, given their housing preferences and income requirements.

TABLE 4

HOUSING VACANCIES - CITY OF LIVERMORE
1960-1980

Vacancy Rate

Year	Units for Sale	Units for Rent
1960[1]	7.7%	4 %
1970[2]	3.2%	4.9%
1975[3]	3.7%	2.6%
1980[4]	.8%	2.9%
1981[5]	.6%	.9%
1982[5]	.7%	2.9%
1983	.8%	2.5%

1 U.S. 1960 Census of Housing - California, State and Samll Area, p. 6
2 U.S. 1970 Census of Housing - California, General Housing Characteristics, p. 6-109
3 California State Department of Finance, Special Census for Livermore, 1974. Assumes 1-unit structures are "units for sale"
4 U.S. 1980 Census of Housing - California
5 Federal Home Loan Bank of San Francisco

D. ECONOMIC CHARACTERISTICS OF HOUSING

Inflation has hit every phase of housing construction. Since costs are passed on to the buyer, each increase in price makes home ownership more difficult even for moderate and upper income families. The median value of homes within the City of Livermore increased from $15,600 in 1960 to $23,400 in 1970, or 50 percent. By 1974, the median value had risen to nearly $30,000[1], and in January 1983, the average 3-bedroom home was selling for $109,225[2].

These figures have even more meaning when analyzed in light of median family income. In 1979, approximately 50 percent of Livermore households had an income of less than $25,000[3]. In 1979, median family income was $26,664. Between 1974 and 1979 the cost of housing rose over 200%, while income increased by 78%.

In 1974, the median contract rent in Livermore for an unfurnished two-bedroom apartment was approximately $165. By 1983, the average monthly rent, plus utility costs, for 2-bedroom apartment was $475, a 61% increase from 1979. Assuming a renter should spend no more than 30% of his net monthly income on housing, such a median contract rent would require a monthly take-home pay approaching $1,585 (a gross yearly income of $19,020). As a result of the rising cost of rental housing, an estimated 49% of all local renters pay more than 30% of their income for rent and utilities.

Clustered or Planned Unit Development can result in monthly housing cost savings to consumers of as much as 10 percent[4]. Though not great, such savings should not be discounted, for they can help hold the line in housing costs. More importantly, cost savings will allow the developer to provide lower cost housing for individuals who may also receive rent subsidies. The lower cost housing, combined with funding supplements, can bring such housing within reach of low income families.

1 California Department of Finance, Special Census for Livermore, 1974
2 Alameda County Board of Realtors, March 1983
3 California Department of Finance, Special Census, 1974
4 "Affordable Single Family Housing" APA - Planning Advisory Service Report No. 385

TABLE 5

MEDIAN SALES PRICE OF SINGLE FAMILY HOUSES IN LIVERMORE
1977-1984

	1977	1978	1979	1980	1981	1982 *	1984
Median Sales Price of House ($)	52,000	61,000	72,000	84,000	96,818	105,390	111,522
Annual % Increase	-	17.30	18.00	16.70	15.30	8.54	2.90**
Cumulative % Increase	-	17.30	35.30	52.00	67.30	75.54	78.40
Number of Houses in Sample	882	142	233	50	38	35	304

Sources: 1977 and 1978 data from County Assessor's records of representative sales; 1979 data from Multiple Listing Service published by Southern Alameda County Board of Realtors, January 12, 1979; 1980 data are asking prices for homes on the market. 1981, 1982, and 1984 from Alameda County Board of Realtors.

* Due to a computer malfunction, 1983 figures are not avilable
** Two year average

TABLE 6

ANNUAL INCOME REQUIRED TO AFFORD BUYING A HOUSE*

House Prices	Amount Financed	Income Required	Monthly Payments**	Payments as % of Monthly Income
$ 70,000	$ 60,000	$24,684	$ 617	30.0%
80,000	70,000	28,800	720	30.0%
90,000	80,000	32,920	823	30.0%
100,000	90,000	37,040	926	30.0%
110,000	100,000	41,160	1,029	30.0%
200,000	180,000	74,052	1,851	30.0%

* 12% mortgage for 30 years
** Includes principal and interest only

Source: Amortization Payment Table

As of July 1, 1984, Section 8 Fair Market rents for the Oakland PMSA were $334 for studios, $386 for 1 bedroom, $478 for 2 bedroom, $660 for 3 bedrooms and $715 for 4 bedrooms. Section 8 tenants pay 30% of their income for rent.

E. STEPPED HOUSING

The current lack of adequate stepped housing hinders people from moving freely and from choosing freely where they want to live. Stepped housing is existing housing to which a family can move to upgrade their living conditions or lifestyle. For example, a family may want to move from a house with two bedrooms to a three-bedroom home, or a retired couple may wish to move from a large home to a smaller one. Their family situation and lifestyle have changed, and consequently their requirements for housing have changed as well. However, there may not be any available housing suitably priced or of a size to meet these new requirements. Also, because the demand for housing is greater than the supply, there are fewer apartments to rent at the low end of the scale for low income families. Since it is becoming increasingly difficult to build new housing affordable to low income families, the City is dependent on the availability of older houses and apartments to meet the needs of its lower income citizens.

F. HOUSING AND RELATED ACTIVITIES IN THE PUBLIC SECTOR

The major provider of subsidized low income housing is the Livermore Housing Authority which administers the Leahy Square housing program. In 1984, the 125-unit complex had a waiting list of 111 families or individuals. This is a valid indicator of the housing needs of low and moderate income families.

In addition to Leahy Square, the following subsidized housing is located in Livermore:

1. 54 units of senior citizen housing (Hillcrest Gardens)

2. 185 scattered leased units ("Section 8" housing that is privately owned but leased to public housing agencies for low income tenants)

3. 336 units constructed under the Federal Government's 236 program

4. 47 Section 8 new construction units (Meadowbrook)

5. 75 senior/handicapped Section 202 (Section 8) units (Vineyard Village)

The City of Livermore is carrying out a progressive program of building code enforcement within the City. The program assumes that an improved building is better than a non-improved one. This philosophy brings about "phased" rehabilitation so that a new portion of a structure may be up to code while the remainder of the units is allowed at less than code until improvments can be made. There have been an average of six demolitions per year on a voluntary basis as a result of the code enforcement program.

The 1974 Housing and Community Development Act returns funds to localities in block grant form to be used judiciously in meeting the needs of low and moderate income families. To meet a critical need of Livermore's low income residents, the City has constructed a Multi-Service Center, described within Part II of the General Plan, Public Facilities. These funds have also been used to buy two emergency shelters for victims of domestic violence, a school for brain injured persons, and a sheltered workshop for mentally/physically handicapped adults; to purchase safety and recreational improvements to public housing; to rehabilitate both tenant and owner occupied housing; to buy land on which a 75 unit senior housing complex was constructed; and to construct a room addition at a senior citizens center, and other minor program aims.

CHAPTER 3

HOUSING SUPPLY

State mandate requires that the Housing Element Update include an analysis of population and employment trends based on the locality's existing and projected housing need for all income levels. Such needs shall include the locality's fair share of the regional housing needs as reported by the applicable Council of Governments (Section 65584).

A. LOCAL HOUSING SUPPLY

In assessing the City's housing supply, it is necessary to include an analysis of projected supply based on the residential growth rate, as it is considered one of the most significant General Plan policies. The residential growth policy plans for an average residential growth rate of between 1 1/2% - 3 1/2% of the present population in a calendar year. (Revised Res. No. 261-87)

Table 7 describes the new housing construction supply of the City based on a maximum growth rate of 2%. These projections show a supply for 2,366 new units by 1990. These projections also assume that the percentage of multi-family units would remain at a constant 15 of the total number of units, while the household size will continue to decrease. (Revised Res. No. 261-87)

The 1980 census indicates that 29% of all housing units are renter occupied. Of these, however, only 39% are multi-family units.

While the character of the housing community is expected to continue as mainly single family, home ownership is becoming out of reach for many area residents, and in fact, increasing the need for rental housing. While the amount of single family homes offered as rentals is significant in the community, the cost of renting a home is also higher than an apartment unit of similar size.

Tables 9A and 9B show the estimated costs of renting an apartment versus a house. Tables 9C and 9D show the estimated cost of purchasing a house versus a condominium or townhouse.

Other factors such as the need for low and moderate income housing, low vacancy rates, the need to provide an alternative to the single family home, and the rise in number of one and two person households reflect the need for more multi-family rental units and condominium/townhouse units.

TABLE 7

PROJECTED TOTAL HOUSING STOCK BASED ON
2% YEARLY MAXIMUM POPULATION GROWTH RATE

		Projected	
	1984	1990	2000
Population	52,133	58,884	70,372
Persons per Occupied Household	2.92	2.92	2.90
Total Occupied Households	17,846	20,165	24,209
Units for Choice[1]	458	505	620
TOTAL HOUSING STOCK (Does not include group quarters)	18,304	20,670[2]	24,824
Single Family*	14,950	16,957	20,359
Multi-Family*	2,951	3,307	3,972
Mobile Homes[3] (manufactured housing)	403	406	498

1 A 2.5% combined vacancy rate has been chosen as optimum
2 Includes houses approved under RDP
3 This figure does not vary greatly since to increase it to any extent would require approval of a new mobile home park

* Figures shown include replacements for demolitions

TABLE 8

RENTER-OCCUPIED HOUSING UNITS BY 1979 HOUSEHOLD INCOME
BY GROSS RENT AS A PERCENTAGE OF INCOME

	Income Levels									
	Less than $5,000		$5,000-$9,999		$10,000-$14,999		$15,000-$19,999		$20,000 or more	
% of Income	%	#	%	#	%	#	%	#	%	#
Less than 20%		7		61		93		293		1,231
20 to 24%		33		42		108		145		374
25 to 34%	5.6	28	18.6	96	46.0	308	28.7	219	8.7	157
35% or more	70.7	355	70.8	516	35.8	296	13.0	99	.4	8
Not computed		79		13		21		6		24

A comparison of the 1979 mean household income of homeowners with renters shows an $11,000 difference. This would indicate that a much higher income is required to buy a house than to rent. For persons with incomes below a certain level, housing ownership is not a viable possibility.

1979 Mean Household Income
by Type of Housing

Owner Occupied	$29,226
Renter Occupied	$18,205

Source: 1980 U.S. Census

TABLE 9

ESTIMATED MEDIAN APARTMENT RENT
1978-1983

Size of Unit	Monthly Rent			
	1978-79*	1981**	1983***	1984****
One bedroom	$230	$316	$392	$443
Two bedroom	$288	$371	$480	$527
Three bedroom	$300	$500	$551	$625

* Housing Authority Survey, 1979
** Information from local newspaper ads, new development rental office and apartment managers, March 1981
*** Information averaged from renter survey and realtor survey, 1983
**** Realtor apartment survey, June 1984

TABLE 9A

ESTIMATED COST OF RENTING A HOUSE

Size of House	1984 Monthly Rent
Three bedroom	$756
Four bedroom	$799

Source: Local newspaper ads, June 1984

TABLE 9B

ESTIMATED COST OF PURCHASING A HOUSE

Number of Bedrooms	1981 Average Sales Price	1984 Average Sales Price
Two bedroom	$ 81,183	$ 86,617
Three bedroom	$ 99,710	$104,770
Four bedrooms or more	$120,000+	$133,262+

Source: Information compiled from local newspaper advertisements and new development sales offices, May 1984

TABLE 9C

ESTIMATED COST OF BUYING A CONDOMINUM OR TOWNHOUSE

Size of Unit	1984 Cost
Two bedroom	$77,495
Three bedroom	$84,827
Four bedroom	$91,995

Source: Local newspaper ads, June 1984

B. REGIONAL HOUSING NEEDS

State Law requires that regional agencies identify housing needs of current and projected populations. This is to give local jurisdictions an indication of their fair share of housing needed to meet the needs of all citizens in their choice of housing type and location. This information was presented by ABAG in the 1983 Housing Needs Determination for the Bay Area Region.

The Housing Needs Report includes existing need in 1980. This is an analysis of the housing situation, reflecting the extent of unmet needs. The projected need is number of units needed to accommodate anticipated growth in the City based on projections developed by ABAG (Projections 83).

ABAG projected that Livermore's fair share of regional housing needs for the 1980-1990 period would be 4,311 housing units. Between 1980 and 1984 the City of Livermore approved allocations for 1,761 housing units through its Residential Development Policy (RDP) process. In addition, 202 units were approved and exempt from the RDP process. It is also estimated that an average of 10 units per year are constructed in the City as infill and/or replacement units which are also exempt from the RDP process[1]. This totals 2,013 residential allocations during the 1980-1984 period.

In order to determine Livermore's share of regional housing needs for the 1985-1990 period, the following methodology was used:

1980-1990	Livermore's fair share of Regional Housing Need	4,311
1980-1984	Approved allocations for residential units	2,013
1985-1990	Remaining fair share	2,298

1 Livermore Building Department - January 1985

The City of Livermore is projecting that during the 1985-1990 period 2,290 allocations (units) will be approved under the General Category of the RDP[1]. While the Exempt Category for low income projects was deleted from the RDP in 1984, a new "Special Category" has been added which sets up a special quota of allocations for projects in the Redevelopment Area and/or Senior Citizen Housing with at least 25% of the units available to low income residents. In addition, it is anticipated that the construction of infill (exempt) units will continue to occur at the same rate as it did in the past five years.

Based on these calculations, it is apparent that the City's fair share of regional housing need as determined by ABAG will be satisfied by previous and anticipated approvals.

ABAG's Housing Needs Report projected a need for 642 new multi-family units by 1990. This figure was arrived at by assuming that the relative distribution of housing would be approximately that of the 1980 Census. Based on the data supplied in Table 2, Chapter 2 (Housing Distribution by Type and Unit), it can be determined that the City of Livermore has already met its regional fair share of multi-family housing units.

ABAG's Housing Needs Report reported a projection of housing needs by Income Category. This was obtained by averaging the City's percentages in each category with the existing County and Regional percentages. The objective is to "avoid the further impaction of localities with relatively high proportions of lower income households". (Government Code Section 65584)

Government Code Section 65583 (a) (1) states that the Housing Element is required to include a needs analysis of the City's fair share of regional housing needs by income group, as defined by the Association of Bay Area Governments (ABAG). ABAG's Needs Report included projections of the City's fair share of housing by income category for the 1980-1990 period. Table 10 presents Livermore's projected fair share of regional housing needs for 1985-1990 period.

1 Public Works Department - Report relating to City's Future Wastewater Treatment and Disposal Needs - February 1984

TABLE 10

LIVERMORE HOUSEHOLD DISTRIBUTION BY INCOME CATEGORY
AND PROJECTED HOUSING NEED
(1985-1990)

	Very Low	Low	Moderate	Above Moderate	Total
Household by Income by % Distribution (1980)	15	12	23	51	100%
ABAG Desired Distribution by Income	22	15	21	42	100%
ABAG Projected Need by Units	505	345	483	965	2,298

Source - ABAG - Regional Housing Needs Determination - June 1983
ABAG - Doug Detling - May 1985

In order to reduce the ten year ABAG estimates to a five year projection, a methodology was developed through consultations with ABAG. Since no approved methodology exists, the City was advised to apply the same desired distribution percentages to the remaining total need as were developed for the full ten year period[1]. This methodology assumes, of course, that the need based on desired distribution will remain constant throughout the next five year period.

The City's Residential Development Policy includes an inclusionary provision which requires that 10% of the units in new developments be sold as low income units. Developers must pay in in-lieu fee if they do not provide the affordable housing on site. While the City can monitor the first sale of affordable units, the mechanisms are not currently available to monitor any subsequent sale nor the eligibility of buyers. Thus, it is difficult to determine to what extent the inclusionary provision is actually providing sufficient low income/moderate housing to meet existing or future needs.

Very low income households are generally provided through subsidies. The percentage projected need by income category may be unrealistic in lieu of the limited availability of public subsidies for housing.

1 Consultation with Doug Detling - ABAG, May 1985

The inventory of undeveloped lands (Table 16) indicates that the City of Livermore's Sphere of Influence includes over 2,000 acres of lands designated in very low residential densities (1 to 5 acre sites to 2 units per acre). These lands could accommodate approximately 2,200 units if developed at such densities. While above-moderate income housing can be developed in most of the City's residential zoning districts, it is anticipated that development of those lands will occur at the higher end of the above-moderate income group due to the high land values and construction costs associated with low density lands.

The Residential Development Policy provides incentives for the construction of such units by allocating bonus points to custom lot projects. The City has approved 6 custom lot subdivisions since 1980 with a total of 187 units, less than 10% of all allocations approved during that period.

C. JOBS/HOUSING BALANCE

State law requires that all "jurisdictions designate and zone sufficient land for residential use in relation to non-residential use and in relation to growth projections of the General Plan" (Government Code, Section 65913.1).

ABAG's 1983 projections anticipate that approximately 15,500 new jobs will be created in Livermore by the year 2000. Assuming that the City should maintain the average Tri-Valley wide jobs/housing ratio of 1.5 jobs/housing unit, a total of 10,333 additional housing units would be necessary to house workers in the 20 year period (1980-2000). Furthermore, a straight division of these units into four 5 year planning periods would potentially result in a need to construct 2,583 units every 5 years or 5,166 units by 1990. This distribution, however, is unrealistic as it would assume that an equal amount of jobs are created during each five year period. It is estimated that approximately 1,700 new jobs were created in Livermore since 1980 as a result of the development of industrial, commercial, and office land in the City[1]. During that period, however, 1,963 units were allocated under the RDP (.86 jobs/housing unit), far exceeding the 1.5 jobs/housing unit ratio.

It is thus more realistic to assume that the higher rate of employment growth will occur during the final 10 year period as jobs generally create more jobs. Furthermore, the City estimates that of the 2,800+/- acres designated in industrial uses, only 200 acres, or less than 10%, will have been fully developed by the year 1990[2].

1 Bissell & Karn - Tri-Valley Existing Land Use Survey, October 1984
2 Report relating to the City's Future Wastewater Treatment and Disposal Needs - Director of Public Works - February 1984

While the coefficients that are commonly used to estimate employment are based on square feet of floor area (an unknown at this time), for the purpose of this analysis an average of 30 employees per acre will be used. Thus, an estimated 6,000 new jobs would have been generated during the 1980-1990 decade and thus a need for 4,000 new housing units. Based on the projected housing allocations of the Residential Growth Policy for the 1980-1990 period (4,235 units), the City should be able to maintain a job/housing balance of 1.5 jobs/housing unit.

It is important to recognize that these assumptions are based on empirical estimates.

A mid period evaluation should be undertaken to determine if this job/housing balance is maintained as "actual development occurs". If, at this time, the rate of housing growth is not in balance with employment growth, the City may need to revise its General Plan policies.

In order to evaluate new housing needs based on actual employment growth, it is necessary to develop a system which periodically monitors the actual number of new jobs created as well as the income distribution of such new employees. Consequently, a program for periodical surveying of businesses should be undertaken.

D. ANALYSIS OF HOUSEHOLDS "POORLY HOUSED"

The following lists households meeting one or more of the criteria for "poorly housed":

1. The number of units with imcomplete plumbing (450)[1].

2. The number of units with room heaters without flue, fireplaces, stoves, portable heaters, or with no heating equipment (353)[1].

3. The number of overcrowded households - 1.01 or more persons per room (342)[1].

4. The number of renter households paying more than 25% of income for rent (2,082 households)[1].

5. The number of owner households paying more than 25% of income for housing (3,231)[1].

1 U.S. Census, 1980

The major cause of "poorly housed" renter occupied housing continues to be overpaying[1]. Although in 1980 approximatley 30% (4,789) of all local households were low income, only 16% (2,655) of the housing units in Livermore were estimated to be affordable to low income people. It should be remembered, however, that many households paying more than 25% of income for rent are doing so by choice.

In 1980, an estimated 1,230 rental units (houses and apartments) were occupied by families whose household income was less than $10,000 and, therefore, classified as either "poverty" or "near poverty". Of these households, 995 (81%) were paying 25% or more of family income for rent.

In 1980, 23% of the people residing in Livermore were renters[2]. To maintain this same relationship to owner occupied housing, 23% of all units produced should be rentals.

The greatest need for rental housing continues to be for two and three bedroom units. Rental subsidies for these households are needed because rental units in the price range affordable to people with low and moderate incomes are becoming increasingly rare.

E. SPECIAL HOUSING NEEDS

State Law requires that the Housing Element include an analysis of any special housing needs, such as those of the handicapped, the elderly, large families, farmworkers, families with female heads of household, and the homeless (Government Code Section 65583 (a) (6).

1. Housing for the Elderly

According to the 1980 Census, 5.9% of the population were 65 years or older. The Census also reports that persons 65 and over constitute 8% of all persons on poverty. Unfortunately, data is not available to indicate which portion of the City's elderly households are overpaying.

The City's 1984 Housing Assistance Plan reports that 25.8% of all people who are receiving rental subsidies are elderly. The City of Livermore has two senior citizen subsidized housing projects (135 units) having waiting lists of 100 and 200 eligible applicants and 18 months to 2 year waiting periods. This indicates that there is a need for subsidized housing for the elderly, specially for those relying on social security as the main source of income.

1 Overpaying is generally defined as paying over 25% of houshold income for housing

2 Housing Needs Report, December 1981, ABAG

Affordability of housing to the elderly can also be provided by smaller housing units, such as studio and one bedroom units. The 1980 Census reports a total of 456 units having 2 or less rooms or 2.7% of all housing units. In addition to cost, the housing needs of the elderly include accessibility to shopping, transportation, and other public facilities.

2. Housing for Disabled Persons

According to the 1980 Census, there were 778 non-institutionalized persons with a work disability between the ages of 11 and 64 in the labor force and 832 people not in the labor force who had a work disability. There are currently 533 SSD recipients but the number of handicapped receiving SDI is confidential.

Their special housing needs include guarded care for mentally and mentally/physically handicapped adults. Adults who are physically handicapped need living accommodations to meet their special needs, i.e., blind, deaf, confined to wheelchairs, etc. (Reso. 180-82, 8/9/82)

People in wheelchairs; victims of arthritis, Parkinson's Disease, and paralysis, all need pull bars in bathrooms; low cabinets and electrical switches and plugs; faucets that turn on and off easily, etc. Blind persons need sounds for things sighted people distinguish by seeing; and deaf people need lights to signal bells and other sounds heard by people who can hear.

In addition, the 1980 Census reports that there were 621 persons with a public transportation disability, 55% of which were over the age of 64.

Unfortunately there is no data available on the ability of disabled persons who have to pay for housing.

3. Needs of Female Headed Households

The number of female-headed households (divorced, widowed, separated) in Livermore, according to the 1980 Census, was 3,189. It is estimated that 27% of all poverty families in Livermore are headed by women.

4. Needs of the Homeless

The County of Alameda Emergency Services Network reports that of the 327 beds available in emergency shelters in the County, 120 beds are located in shelters in the South County Region (Fremont, Hayward, and Livermore/Amador Valley). These are distributed as follows:

a. Family Crisis Centers (2)

One shelter for men only - Pleasanton - 5 beds
One shelter for women and children - Livermore - 5 beds

b. Tri-Valley Haven

Shelter for battered women and children - Livermore - 16 beds

c. Shepherds Gate

Shelter for families - Livermore - 15 beds

d. Second Chance

Shelter for women and children - 15 beds

e. SAVE

Shelter for battered women and children - Fremont - 24 beds

f. Emergency Shelter Program, Inc.

Shelter for women and children - Hayward - 34 beds

g. Human Outreach

Shelter for men - Hayward - 6 beds

While there is no available documentation of the total number of homeless in the Livermore Amador Valley, or even for the County, some indication of the need is available through surveys conducted by some shelters and the County Services Network. During the months of January and February 1985, the County Services Network documented the number of unduplicated requests for emergency shelter received through that office per week. Of an average of 525 individual calls (962 persons), only 28% were actually housed. Similarly, the Tri-Valley Haven for Women indiates that during 1984, 1,804 people requested emergency shelter while only 302 were housed (16%). This illustrates the plight of the homeless and that demand for emergency shelter housing far exceeds the existing supply.

The Tri-Valley Haven for women reported that the requests for emergency shelter between 1982 and 1984 increased by 70% and that between 50-80% of users of emergency shelters are victims of domestic violence.

5. Other Special Housing Needs

Special housing groups include large families and farmworkers. The 1984 Housing Assistance Plan reports that 15 of 150 families on waiting lists for public housing projects have more than four children. The 1980 Census, on the other hand, indicates that only 2% of all households are overcrowded. This indicates that there is no evidence that these groups represent a significant housing problem in our community.

Documentation on the housing needs of farmworkers has not been provided in the ABAG - 1983 Regional Needs Assessment Report. However, as indicated in Chapter 1, the number of agriculture related jobs in Livermore is projected to decline by 15% by the year 2000. Thus, while farm labor housing may continue to present a limited housing issue, it will not result in a significant nor increasing housing need.

F. SITES AVAILABLE FOR THE DEVELOPMENT OF HOUSING (1985-1990)

Table 9 consists of an updated inventory of residential vacant lands by Zoning District. The inventory also includes a projection of potential residential units based on allowable densities of each district. As the table shows, at total buildout, the existing vacant lands could accommodate 4,840+/- units. Thus, the City has more than sufficient land available to meet projected local (2,035) as well as regional (4,311) housing unit needs for the 1989-1990 period.

The existing vacant lands zoned for multi-family development (RG-10, RG-16, and RH), however, only amount to 20+/- acres (277) units). This indicates a deficiency in lands zoned for higher densities to satisfy the ABAG projected need for multi-family units (642).

Table 10 includes an inventory of vacant lands by General Plan Land Use Designation and potential units by category. This table shows that under current General Plan designations there are approximately 145 acres of vacant land within the City limits which could produce between 790 and 1,180 multi-family units at full buildout. This indicates that the City can currently provide sufficient land for multi-family housing to meet projected needs simply by bringing its Zoning District Map in consistency with the General Plan Land Use Map.

Table 11 includes an inventory of lands not currently zoned residential but potentially suitable for residential uses. These lands are found in the City's redevelopment area near the City's old downtown area. They have been identified in the "1984 Downtown Livermore Strategy and Urban Design Plan" as potentially suitable for high density residential development due to their proximity to downtown, public transit, and commercial business. This document is pending adoption by the City Council upon certification of the Draft EIR.

As indicated in Table 16, most vacant residential lands included in the City's General Plan sphere of influence are served or accessible to public services. Most vacant lands found inaccessible to public services are not currently within City's jurisdictional boundaries.

TABLE 11

CITY OF LIVERMORE

UNDEVELOPED RESIDENTIAL LAND - AN INVENTORY BY ZONING DISTRICT

February 1985

	Acres	Average Potential Units
RS-1 - Residential Average density - 1 du/ac	145	144
RS-2 - Residential Average density - 2 du/ac	72.5	145
RS-3 - Residential Average density - 3 du/ac	213.5	640
RS-4 - Residential Average density - 4 du/ac	12.5	49
RS-5 - Residential Average density - 5 du/ac	20	100
RL-5-0 - Residential Average density - 4.8 du/ac	2.3	11
RL-6 - Low Density Residential Average density - 4.5 du/ac	5	23
RL-7 - Low Density Residential Average density - 4.2 du/ac	2	8
RL-7.5 - Low Density Residential Average density - 4 du/ac	6	34
RL-10 - Low Density Residential Average density - 3 du/ac	2	6
RG-10 - Suburban Multiple Residential Average density - 10 du/ac	6	60
RG-16 - Suburban Multiple Residential Average density - 16 du/ac	10.5	189
RM - Medium Density Residential Average density - 22 du/ac	1.25	28
R-R-1 - Rural Residential Average density - 1 du/ac	90.3	90
R-R-5 - Rural Residential	5	1
PD - Planned Development	1120.7	3322*
TOTAL	1734.5	4840

* Potential units based on General Plan densities

TABLE 12

CITY OF LIVERMORE

UNDEVELOPED RESIDENTIAL LAND - AN INVENTORY BY THE GENERAL PLAN

February 1985

	Acres	Average Potential Units
Rural 1 to 5 acre site	1500*	1500*
Urban Low-1 1.5 dwelling units per acre	506*	759*
Urban Low-2 2 dwelling units per acre	15	30
Urban Low Medium 3 dwelling units per acre	876*	2628*
Urban Medium 4.5 dwelling units per acre	62	279
Urban Medium High 6 dwelling units per acre	152	912
Urban High-1 6-8 dwelling units per acre	33	min. max. 198 - 264
Urban High-2 8-14 dwelling units per acre	65	520 - 910
Urban High-3 14-18 dwelling units per acre	15	210 - 270
TOTAL	3224*	7036 - 7552*

* Figure includes acreage not within City boundaries

TABLE 13

Inventory of Land Suitable for Residential Development
Accessibility to Public Services

Projected Available Residential Acreage	Currently Served by Public Services	Accessible to Public Services	Not Accessible to Public Services
Vacant residential land designated Residential in the General Plan	373	1823	1028
Underdeveloped land (land developed with older structures at less than the maximum density which could be redeveloped)	40	-0-	-0-
Land not designated Residential but potentially suitable for residential (Commercial land in the Downtown Redevelopment Area)	24 to 37 (13 ac @ 40 du/ac 11-18 ac @ 20 du/ac)	-0-	-0-

G. SITES FOR THE DEVELOPMENT OF MOBILE HOMES AND MANUFACTURED HOUSING

Since 1980 the City's supply of mobile homes has increased by 134 units. Most of these units (90) were gained through annexation of lands which had existing occupied mobile home parks. Furthermore, all mobile home parks in the City have waiting lists, as there is very little occupant turnover. The numbers indicate that the City has satisfied its need for mobile homes (73). Empirical data, however, indicates that there is a need for more mobile home park development in the City.

Mobile home parks provide an affordable alternative to housing, especially for senior citizens, as the investment only includes the up-front cost of buying the mobile home and the rental of the pad. As indicated earlier, land and construction costs constitute more than 50% of the value of a home. In addition, this type of housing provides an alternative lifestyle suitable for the smaller family (retired couples, divorced, etc.).

A constraint to the development of mobile homes is the insufficient amount of land properly zoned for mobile homes.

As required by law, the City allows the placement of mobile homes/ manufactured housing on single family lots, provided they meet all requirements of the applicable zoning district. While the City has approved some units, the influx has not been substantial. The City has not processed any requests for manufactured housing subdivisions.

H. CONSTRAINTS TO THE PRODUCTION OF HOUSING

Many households are unable to find housing they can afford in Livermore. The high cost of housing is due primarily to market and institutional constraints which may either directly limit the supply of affordable housing or indirectly impose higher costs on the construction financing of a home.

1. Non-Governmental Constraints

a. Supply and Demand: Rapidly escalating housing prices reflected the fact that demand exceeds supply, which is limited by a variety of factors. The price of land has doubled in recent years; construction costs are escalating; financing has become more expensive; and fees have increased. Consequently, in 1984, the average three bedroom home costs $109,000.

b. Housing Stock Quality: Although the number of substandard units in the Planning Area is relatively small, there always will be a certain number of units which deteriorate because they are not maintained or because of their age. "Pride of ownership" and pride in one's community cannot be legislated and enforced. However, people can be made aware of how limited finances can be utilized to improve the sanitation, safety, appearance, and liveability of one's home.

c. Changing Population Characteristics: The development of single family housing as a dominant housing type is not meeting the needs of young single adults, young married couples, middle-aged couples who no longer need or want a single-family home, and older retired persons and couples whose lifestyles and fixed incomes no longer allow them to consider single-family detached housing. Table 14 reflects changing population trends and the need to provide alternative forms of housing.

The single-family home will continue to be the dominant residential type in Livermore. However, based on increases in the number of individuals living alone and the increasing age of household heads, alternative kinds of housing for the Livermore area may include condominiums, townhouses, mobile homes within mobile home parks, and factory-built modular housing.

TABLE 14

EXISTING AND PROJECTED
TYPES OF HOUSEHOLDS, LIVERMORE PLANNING AREA
1974-2000

	1974	1985	2000
Husband/Wife/Family	10,280	12,854	17,318
%	67.5	66.6	66.1
Male/Individual	1,590	1,969	2,672
%	10.4	10.2	10.2
Male/Other Family[1]	340	424	603
%	2.2	2.2	2.3
Female/Individual	1,600	2,258	3,275
%	10.5	11.7	12.5
Female/Other Family[1]	1,420	1,756	2,358
%	9.3	9.1	9.0
TOTAL	15,240	19,300[2]	26,200

(Note: Numbers may not add up due to rounding.)

Source: State Department of Finance Special Census 1974
Projections of Livermore Planning Department at 2% growth rate

1 The "other family" category includes widowed or divorced persons supporting children, older persons living with their single children, or any family group which cannot be included in other categories
2 Includes houses approved under RDP

d. Financing Costs: Over a thirty-year financing period, the cost of a home more than doubled using single digit mortgage rates. By comparison, the 15% - 20% rates in 1980-81 resulted in the purchaser of a $100,000 home having to make payments well over $1,000 a month. As mortgage rates increase, more people are forced out of the housing market. High financing rates have also affected the developer who needs to borrow in order to purchase land and carry on construction. As a result, the developer may either decide to wait to build, or else he passes the incresed costs on to the buyer. The high cost of financing construction of multiple family units makes it difficult to reach the City's goal.

e. Land and Construction Costs: Livermore has responded to the expressed concerns of its citizens regarding the environmental impacts of development by zoning the majority of its residential land for single family units at a relatively low density (3-4 to an acre). As a result, land zoned for multiple family units is scarce. Recently, the City Council responded to this situation by rezoning some parcels for higher densities.

The average land cost for a single family unit in Livermore is $15,000. Land cost constitutes about 15% of the sales price of a house. Construction costs account for approximately 40% of the sales price of a house. As these costs increase, they will have further impact on the cost of housing in Livermore[1].

f. Tract Improvements: Various "off-site" and "on-site" costs, including soils tests, engineering fees, architect's fees, site preparation, excavation, grading, streets, curbs, gutters, sidewalks, utility hook-up fees, etc. are required to prepare a site for development. These add substantially to the sales price of each unit.

2. Governmental Constraints

a. Land Use and Development Controls: Most of Livermore's undeveloped residential acres are zoned three units to the acre. While this does not prevent development, it does influence the cost of housing. The City increases densities in areas that have good access, ready utilities, and shopping facilities.

b. Service and Facility Infrastructures: Sewer Plant and LAVWMA Pipeline Capacity - In 1975, Livermore had sewage treatment discharge standards imposed upon it by the State of California. One of the major factors impeding the solution of housing problems was the limited capacity of the plant and effluent export facilities. The City has now completed construction of an additional 1.2 mgd of plant capacity. The LAVWMA pipeline has capacity to export 6.6 mgd of Livermore's treated effluent to a San Francisco Bay outfall. Additional capacity is anticipated. Four mgd of the present 6.6 mgd is restricted to servicing industrial and commercial users.

1 Bank of America, Cost Study - Subdivision Land Development, January 1984

c. Residential Development Policy: The Residential Development Policy (RDP) is the mechanism used to implement Livermore's General Plan growth policy. Under the RDP, residential growth is currently restricted to between 1 1/2% - 3 1/2% a year. (Revised Res. No. 261-87)

d. Development Fees: The cost for a housing permit in Livermore runs about $7,200 a unit. This adds to the cost of housing. Fees in the City of Livermore are higher than the average for the Bay Area[1]. Many of these fees were increased with the advent of Proposition 13 in an effort to have development pay for itself to a greater extent than had been true in the past. This practice does, however, have the effect of increasing the purchase price of a residence by $2,000 to $3,000 over what it would be elsewhere.

e. Local Utilization of State and Federal Programs: While local funds are available to provide an impetus for housing construction, they are not adequate to sustain these projects. In 1980-81, the City spent $316,000 of Housing and Community Development Block Grant funds for five acres on which 75 units of Senior Housing was built by a non-profit organization using 202 and Section 8 assistance. In addition, a private developer initiated a federally assisted housing project in 1981. Of the 135 units constructed, 47 had Section 8 assistance. Section 8 monies, however, may not be available in future years due to proposed Federal budget cuts. In 1983, the City worked with a developer and non-profit housing sponsor to set up a fund to privately subsidize rents. This involved the investment of $50,000 from the City's "in lieu" funds fee account. These monies are given by developers who do not include affordable units in their projects for the purpose of providing low income housing elsewhere.

f. California Constitution, Article 34: Through a special municipal election in March 1979, the City of Livermore endeavored to get Article 34 referendum authority to construct 259 units of low income housing. However, the referendum was rejected by two-thirds of the voters and the City was unable to build any publicly-assisted housing.

3. Overriding Land Use Constraints

a. Added growth may aggravate air pollution problems within the valley. In the short term, at least, mitigating measures necessary to "roll back" the impacts of growth on air quality are not anticipated.

1 City of Vacaville, 1984 - Development Fee Survey

b. The Water Reclamation Plant has completed expansion to provide adequate sewage treatment for residential and industrial use for the immediate future. Total capacity is approximatley 6.25 million gallons a day. Further expansion of the Treatment Plant will depend on local funding and user fees since Federal aid for plant expansion has been discontinued.

c. The LAVWMA export pipeline, which was completed in 1980, is limited to 15.62 mgd effluent export capacity to be divided among Livermore, Pleasanton, and Dublin. Of this, 6.62 mgd has been designated for Livermore. Future growth will be facilitated through expansion of another 4.4 mgd approved by the voters on June 5, 1984.

d. The designation of the Livermore-Amador Valley (LAV) as a "Critical Air Basin" suggests that concern for air quality should be a factor in considering future development.

e. The need to conserve natural resources and the unsuitability of hazardous areas (floodprone, fault zone, slope, etc.) for development greatly limit the land available for urban expansion within the Planning Area.

f. The community has a desire to preserve the rural character of the Valley and to enhance its environmental quality, the area's major attraction as a place to live and work. This has resulted in the zoning of most residential lands in low density categories.

I. EVALUATION OF THE CITY OF LIVERMORE'S PAST ACTIONS TO MEET HOUSING NEEDS

The following steps have been undertaken by the City to improve the housing situation in Livermore:

1. Preserving Housing Quality and Neighborhoods

a. Housing and Community Development Block Grant Funds have been, and will continue to be, used to provide needed improvements at both Leahy Square, a 125-unit public housing project, and at Hillcrest Gardens, a 56-unit privately sponsored, non-profit senior citizen housing complex.

b. A housing rehabilitation program has been established jointly with Pleasanton, Dublin, and Alameda County using HCD funds. During the first year, rehabilitation was concentrated in the target area. However, in subsequent years, the program was expanded to include all low income households in the City. The primary goal of the program is to bring houses up to the building code. Interest charged for the loans is based on a sliding scale, dependent on income and family size. For people with very low income, the repayment of the loan may be deferred until the house is sold or changes hands.

As rehabilitation is completed, the houses are inspected by the Building Department to assure they meet code requirements.

c. The Police Department has instituted a Neighborhood Alert Program throughout the City which stresses the importance of maintaining a neighborhood as a measure to prevent crime and vandalism.

d. A neighborhood beautification campaign is sponsored annually by the Beautification Committee to encourage all citizens to take greater pride in the appearance of their neighborhoods.

e. The code enforcement program continually monitors the City's housing stock, encouraging residents to maintain their homes, providing assistance where possible, and facilitating demolition where necessary.

f. Through Council action and/or recommendations in the Energy Element, the City encourages conservation through site location, landscaping, building design, use of solar energy, R-19 insulation, and turbine attic fans. (Reso. 180-82, 8/9/82) See Energy Element for specific details.

g. The Housing Rehabilitation Program has been in place since July 1980. It is projected that five or more owner-occuped houses and rental units can be rehabilitated each year with the funds available. Rehabilitation is less costly than new construction, and it is not anticipated that it will be necessary to relocate any clients since the extent of rehabilitation needed is not that great.

2. Preserving Afforability

The following steps preserve affordability of housing in the City of Livermore:

a. The City requires that a specific percent of all new residential construction be for low income households (below 80% of the median income). As an alternative, the developer may pay the City an "in lieu" fee for each non-conforming unit to implement the low income housing program. The allocation is subject to annual review and modification, as appropriate, to ensure City policies support the regional low income housing policy.

The City's Housing Assistance Plan established the following low income housing three-year subsidy goals for 1984-1987:

Elderly and Handicapped	41 units
Small Family	86 units
Large Family	8 units

The following developments, when completed, will help to meet these goals:

Elderly and Handicapped (Richards - Springtown)	162 units
Small Family (Adams & Graves - Livermore III) (164 units)	41 units
Large Family (Inclusionary homes)	20 units

b. The Council has permitted 200 low and moderate income units to be constructed in any one year. This has been done in order to make it financially feasible for a developer to construct a project which takes advantage of economies of size as well as various governmental programs to bring down the cost of all or part of the units.

c. The City will maximize the use of all financial assistance for housing made available by the State and Federal governments by working closely with developers and non-profit sponsors of housing.

d. The City Housing Authority has taken over management of the Section 8 existing program.

e. The City's Housing Rehabilitation Program will assist in preserving the City's older, more affordable housing stock. It is estimated that the program will rehabilitate approximately five houses next year. Loans may be given up to $5,000 at the present time.

f. Development Fees - Development fees in Livermore are comparable to those of several other outlying medium sized cities. Fees have been calculated to only cover the cost of development. Since the cost of land in Livermore is less than in areas farther west, the net cost of a home is less than in some other parts of the Bay Area. It is not anticipated that development fees will increase significantly. On occasion, fees may be waived. (Reso. 180-82, 8/9/82) The City Council recently dropped the school tax fee from the list of development fees due to the schools. Since fees are only user type fees, they are eliminated when they are no longer justified.

3. Accessibility for All

The following steps seek to reduce the effects of discrimination in housing based on race, color, religion, sex, age, family size, marital status, national origin, ancestry, or other arbitrary factors, and to provide safeguards against future discrimination in housing:

a. The Section 8 existing unit program to be administered by the City's Housing Authority conforms to Federal non-discrimination guidelines.

b. The City requires that all housing and housing-related activities are conducted in accordance with Federal anti-discrimination laws and program policies.

c. The City contracts with a housing counseling service to ensure that any complaints about discrimination are handled promptly and effectively. The housing counseling service has been explicitly requested to assist the handicapped in locating suitable housing. Also, they have investigated housing discrimination complaints by female-headed households. (Reso. 180-82, 8/9/82)

d. The City's Housing Rehabilitation Program has been requested to assist handicapped residents in retrofitting their homes and apartments to meet any special needs they may have. (Reso. 180-82, 8/9/82)

4. Adequate Provision for all Economic Segments

The following steps are meant to provide adequately for the housing needs of all economic segments of the community:

a. The Livermore Housing Authority offers Section 8 counseling to all Valley residents and the contracted housing counseling service provides tenant and landlord counseling.

b. Through its Residential Development Plan, the City encourages a mix in the type and cost of housing units in new subdivisions, apartment complexes, and Planned Unit Developments.

c. The Planned Unit Development can bring about opportunities for more varied housing styles and prices. Housing styles which can realize construction savings while providing style alternatives are condominiums, townhouses, and factory-built housing.

d. The City has taken the position that housing heterogeneity results from a departure from historical development patterns. Low income or ethnic concentrations are to be avoided through dispersing more multi-family housing throughout the community. These developments are to be supported by appropriate public facilities and should offer a wide variety of price ranges which include low income units.

e. The City permits the addition of secondary units within single family districts where found to be appropriate while protecting the character and appearance of the neighborhood. Secondary units can provide needed low and moderate income smaller units within the relative quiet of a residential environment.

CHAPTER 4

HOUSING GOALS, OBJECTIVES, AND IMPLEMENTATION PROGRAMS

General Goal Statement

It is the general housing goal of the City of Livermore, insofar as possible, to provide for the basic housing needs in a suitable environment for all current and future residents. The City implements this goal by a variety of techniques and programs including the Residential Development Policy.

Goal 1

TO MAKE AVAILABLE A SUFFICIENT QUANTITY OF HOUSING TO MEET PROJECTED NEEDS

Objectives

1. Assure a sufficient supply of land for residential densities and housing types.

2. Promote high density residential development in the City's redevelopment as recommended in the 1984 Downtown Strategy and Urban Design Plan.

3. Encourage the development of multi-family dwelling units to meet needs of all income levels.

4. Encourage the increase of mobile home and manufactured housing as an alternative to high cost conventional housing.

5. Encourage construction of a variety of housing types to meet the needs of families of all incomes and sizes.

6. Allow the addition of secondary units within single family districts where found to be appropriate and will not detract from the character and nature of the neighborhood.

7. Allow the balance of jobs and housing as development of industrial lands occurs.

Implementation Program

1. Update the City's Zoning District Map to bring consistency with the General Plan Land Use designations. Where the General Plan density is higher, the zoning district should be changed to reflect the higher density.

   Responsible Agency: Planning Department
   Time Frame: 6 months from adoption of Housing Element
   Funding: General Fund

2. Adoption of the Urban Design Plan recommended zone changes to higher residential densities in selected sites. Promotion of development in the downtown area.

   Responsible Agency: Planning Department, City Redevelopment Agency
   Time Frame: 5 years
   Funding: City Redevelopment Agency Funds

3. Review Residential Development Policy to assure that it encourages a variety of housing types and prices to meet projected needs.

   Responsible Agency: Planning Department
   Time Frame: Ongoing (annual)
   Funding: General Fund

4. Review the existing second unit ordinance to increase the floor area permitted, provided the addition meets all other zoning district requirements.

   Responsible Agency: Planning Department
   Time Frame: 1985
   Funding: General Fund

5. Develop a system that monitors the number of new employees as new businesses establish in the City. This system should also attempt to assess the income distribution of new and projected employees.

   Responsible Agency: Planning Department, Finance Department
   Time Frame: 1985
   Funding: General Fund

6. Review the available employment data by 1987 to evaluate jobs/housing balance. If it is found that local and/or regional housing needs are not being met, the City's Growth Management Policies should be amended to accommodate those needs. The City will continue to work with ABAG in reviewing regional housing needs.

   Responsible Agency: Planning Department
   Time Frame: 1987
   Funding: General Fund

7. Conduct a study to identify additional lands where higher densities than those permitted by current zoning designations may be developed.

   Responsible Agency: Planning Department
   Time Frame: 1986
   Funding: General Fund

Goal 2

PRESERVE AND PROVIDE QUALITY RESIDENTIAL ENVIRONMENTS TO MEET THE PHYSICAL, SOCIAL, CULTURAL, AND AGE NEEDS OF ITS RESIDENTS

Objectives

1. Encourage public and private programs to keep older homes in good repair and to rehabilitate or eliminate all physically obsolete and substandard housing in the Livermore Planning Area. Offer a Housing Rehabilitation Program jointly with the City of Pleasanton and Alameda County to all Valley residents through the use of Federal HCD funds. (Reso. 167-83)

2. Require that older housing areas be subject to regular inspection. Homes involved in a rehabilitation program are to be inspected on a periodic basis.

3. Sponsor neighborhood rehabilitation campaigns and encourage residents to participate in local programs providing residential conservation activities, such as house painting, fence construction, landscaping, lot clearup, and demolition. Stress pride of ownership. Coordinate with the Police Department's "Neighborhood Alert" program to inform community groups regarding the importance of maintaining neighborhoods to discourage vandalism and violence.

Implementation Program

1. Seek funds from Federal and State programs to provide housing rehabilitation services.

   Responsible Agency: City Manager's Office
   Time Frame: Ongoing
   Funding: HCD

2. Continue to provide funding for the maintenance and/or construction of emergency shelters.

   Responsible Agency: City Manager's Office
   Time Frame: 1985-1990
   Funding: HCD and/or City In-lieu Fees

Goal 3

ENCOURAGE THE PRODUCTION AND AVAILABILITY OF HOUSING AT AFFORDABLE PRICES

Objectives

1. Encourage the development of inclusionary techniques to assure that new developments provide an adequate supply of low/moderate income units.

2. Encourage a mix in the type and cost of housing units in new subdivisions, apartment complexes, and Planned Unit Developments to assure that the requirements of the City's Housing Assistance Plan are met.

3. Assure that the special needs of elderly, handicapped, female-headed households, large families, etc. are met by providing a housing counseling service, discrimination audits, rehabilitation of units, and cooperating with HUD to see that all new multi-family subsidized housing includes units which meet these special needs. Sponsors of family housing are encouraged to include small units to accommodate the elderly and specially equipped units for the handicapped. (Reso. 180-82, 8/9/82)

4. Ensure that when development activities will result in the removal of low income housing units, a sufficient supply of adequate relocation/ replacement housing for displaced low income households is available.

Implementation Program

1. Review existing Ordinance that requires a minimum of 10 percent of the housing units in each proposed new residential development be low income housing or that an "in-lieu" fee be paid to the City for the implementation of the low income housing program. Ensure program is adequate and appropriately administered.

   Responsible Agency: Planning Department
   Time Frame: In place (annual review)
   Funding: N/A

2. Adopt a program to strictly monitor the eligibility of purchasers of affordable homes in new developments and the resale of these units over a 20-year period. This program shall also designate the responsibility of monitoring the program to a specific agency (i.e., The Housing Authority).

   Responsible Agency: Planning Department
   Time Frame: 9 months
   Funding: General Fund

3. Develop a 5-year program that will target in-lieu fees to specific programs for the development of low income housing. Highest priority shall be given to programs such as Land Banking, Municipal Revenue Bonds, and Administration of the low income housing monitoring program.

   Responsible Agency: City Manager's Office
   Time Frame: 5 years
   Funding: In-lieu fees

4. Revise RDP to exempt very low income projects from competing for sewer allocations if at least 30% of the cost of such project (land and construction costs) are subsidized by in lieu fees.

   Responsible Agency: Planning Department/City
   Time Frame: 1987-1988
   Funding: N/A

5. Develop a program that allows density bonuses of twenty-five percent or other incentives of equivalent financial value for low and moderate income housing projects that meet the state law requirements for permitting such bonuses.

   kesponsible Agency: Planning Department
   Time Frame: 1985 RDP (6 months)
   Funding: N/A

Goal 4

TO DEVELOP A COMPREHENSIVE PLAN TO PROVIDE NEEDED AND DESIRED HOUSING AND HOUSING RELATED SERVICES TO INDIVIDUALS AND RESIDENTIAL NEIGHBORHOODS AND TO PROMOTE EQUAL HOUSING OPPORTUNITIES

Objectives

1. Maintain housing data in the Planning Department to indicate the location of vacant land available for development. These records are to be periodically reviewed to be sure this objective is being met.

2. To provide a central referral and counseling service.

3. Maintain a Housing Element that adequately evaluates regional and local housing needs and sets goals to try to meet these needs.

Implementation Program

1. Develop a housing data base for the City and establish a program that periodically updates this information.

   Responsible Agency: Planning Department
   Time Frame: 1985 - ongoing
   Funding: General Fund

2. Continue to fund housing discrimination counseling services through ECHO.

   Responsible Agency: City Manager's Office; Housing Specialist
   Time Frame: Three year program (revised annually)
   Funding: CDBC

LIST OF TABLES

LIST OF FIGURES